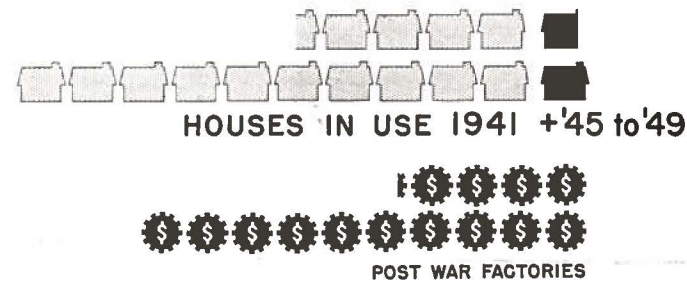
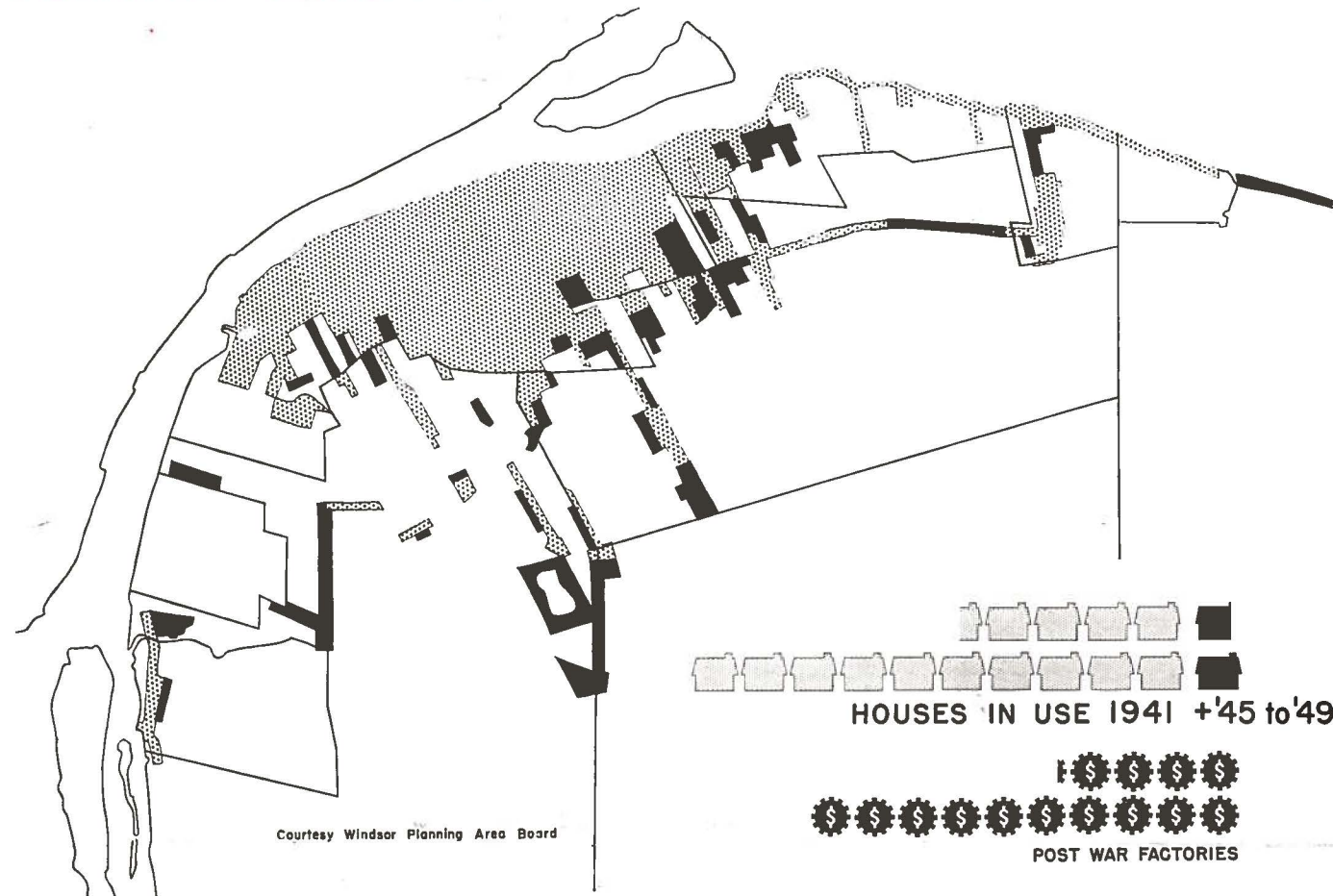


GREATER WINDSOR



LAYOUT FOR LIVING

NUMBER 28

OCTOBER 1949

BACKGROUND OF LIVING

by R. Furneaux Jordan

THE PRESS ON HOUSING

PLANNING AND THE PUBLIC

by H. Spence-Sales

CANADIAN URBAN EXPANSION

CPAC PRESS STATEMENTS

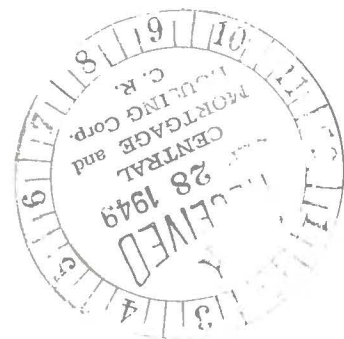
PLANNING BRIEFS

NATIONAL CONFERENCE PROGRAM

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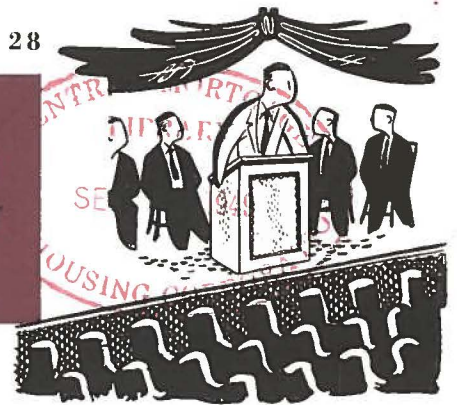
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October 1949 : National Conference Issue : Number 28

LAYOUT FOR LIVING

from paper by R. Furneaux Jordan, Principal, The Architectural Association School, to Furniture Design Conference held by the Council of Industrial Design at the Royal Institute of British Architects, London, July 18 to 23, 1949. Quoted in the Architects' Journal for August 4, 1949.



The Background of Living in the Mid-Twentieth Century

As philosophies, religious regimes and techniques have changed, so have shoes, vehicles, chairs, buildings and cities. The visual world and the world of thought have always been as two mirrors face to face, reflecting each other . . .

If history has any lesson at all for those of us who are concerned with design, it is that the crash of empires and of creeds will combine with new or changing techniques to emerge ultimately in new shapes for spoons, tables and cities—the sum total being the contemporary scene; and of the tempo with which, in our time, new techniques have emerged and empires and creeds have crashed, we cannot complain . . .

It took about three hundred years for the discovery of glass to change radically both building forms and domestic life; it took about thirty years for the discovery of the alloy called steel to alter radically the planning of American cities; it will probably be about ten years before research, first done in the laboratories of the aircraft industry, alters radically the general appearance of English buildings . . .

Fifty years ago, the invention of the internal combustion engine gave rise to a minor weekend sport called "motoring." Some forty years later, combined with aeronautics and the philosophy of Nietzsche's Superman, it made possible the diplomacy of Adolf Hitler and the battle of Alamein . . . The internal combustion engine has also produced the arterial road, the decentralization of industry, New Towns, the Mersey Tunnel, an improvement in the design of picnic sets, and the necessity of Professor Abercrombie . . .

It would not have been possible for men of the fifteenth century to realize fully how the nice and proper juxtaposition of two optical lenses was undermining their very world . . . Those two lenses, the telescope, were to surrender northwestern Europe to Protestantism, and, through navigation, were to make possible three global empires—Spanish, Dutch, and English. The Atlantic world replaced the Mediterranean world, and navigation combined with Machiavelli's philosophy

of the successful prince, substituted the centralized monarchy for the feudal lord, the royal capital for the cathedral city, and the country mansion with lawns and parterres for the ancient abbey with orchards and barns. The grey mystery of Gothic, the dream world of Christendom, gave way to the gilded glories and baroque fantasy of the art of an aristocracy—all out of an invention and a philosophy, neither of which could have existed without the other.

This process took four centuries. In those four centuries the telescope and compass and gunpowder wrought changes comparable with those made in four decades by the motor-car . . . The lesson of the past is valid, but for us the tempo is such that the contemporary scene forms and reforms, and melts and forms again before our eyes, and so adaptability is all . . . Students of architecture are likely, in the future, to use techniques in which even their own teachers have not been trained—techniques that are coming to us from the laboratory and factory rather than from the building industry as we know it . . .

This slightly Wellsian world, to which the scientist may contribute so much, will (if it is to be something more than a technician's paradise) need colour, gaiety, richness and even complexity of form. Elegance, gaiety and richness are none of them new things—they are eternally recurring in the arts—and so to achieve them we shall remember our great traditions . . . When we know every twist and turn in the story of the arts, then we can afford to stand back and quizzically regard the centuries. There they are in a row: seventeenth, eighteenth, nineteenth, and (far and away the oddest of them all) the twentieth. When we know how odd it is, and the nature of its oddity, then as designers we may have the courage to be different: not to be different for the sake of it, but simply in accordance with our time . . . Showing our awareness of contemporary society and contemporary technique, we shall simply be doing consciously what the great centuries did inevitably. And so, in the end, perhaps we too may contribute something not less great.

PUBLISHED BY COMMUNITY PLANNING ASSOCIATION OF CANADA, OTTAWA

Town Planning and the Public by Harold Spence-Sales

The general belief that town-planning is something of a mystery, seems to have come about as a result of political and technical make-belief. Unfortunately, in many cases the processes of town-planning have been carried out in the rarefied atmosphere of committee rooms, and the aurora of mystery has been largely achieved by a deliberate estrangement of public interest. The man in the street has usually been consulted only when his sympathies are solicited for political purposes. The exclusion of public interest and a disregard for public opinion have undoubtedly been responsible for the prevalence of the notion that town-planning is something very much detached from our everyday affairs. The dream pictures of the millenium which many proposals in the past have conjured up rightly deserve to be entitled as mysterious.

The plea that planning is beyond the comprehension of the average man is difficult to understand when it is recalled that planning deals essentially with control over land and property, matters with which the average man is indeed familiar. No doubt certain technical aspects of planning are very involved, and many administrative ramifications are not easy to grasp. But so far as the public is concerned, these complexities may be reduced to simple and easily understood generalities. It is not necessary to be conversant with the permutations and combinations which underlie a plan, any more than it is necessary to know the art of cooking in order to enjoy a delectable dish.

The third objection, and perhaps the most critical, is that town-planning encroaches upon private interests, and places fetters upon individual initiative. It would be wrong to maintain that planning does not impose restrictions upon individual freedom with respect to the use and development of private property. But it is important to bear in mind that the ownership of property is not an absolute right. Property may only be used in so far as it does not detrimentally affect the public well-being—the principle underlies the legal definition of the term under both the civil code of Quebec and the common law of the other provinces in Canada. Furthermore, it is necessary to bear in mind that a city, a town, or a village has grown up as the common achievement of its inhabitants, and that a great number of restrictive devices have by custom been accepted by the inhabitants in order that a regulated and secure way of life may be enjoyed in common. A city, a town, or a village is a constant state of flux—the struggles of rivalries for the use of land. There is a constant state of change and variation. In order to maintain its vital and constantly varying character, it is essential to recognize the need for restraint so that the ebb and flow shall not be disordered or wasteful.

That is not to say that control requires to be of a straight-jacket order. My contention is rather the re-

verse—town-planning is the imaginative conservation of the resources of an urban area. Conservation does not mean the frustration of effort, but rather the wisest possible exploitation or development of the resources to maintain a balanced and ordered pattern. The acceptance of the principle of crude exploitation on the grounds of individual liberty, has never been to the advantage of any community. Dull uniformity, so easily associated with a planned pattern, is not the aim: but vigorous diversity within an ordered arrangement.

It is necessary not only to dispel these misunderstandings of town-planning, but also to point to certain illusions which are held by some—that town-planning is a magical means of curing all the ills of urban living! Planning is essentially a matter of conservation—of wise and careful management. It is merely a device for dealing with the physical aspects of growth of a city according to an overall scheme. There are many problems of urban living with which town-planning is not devised to deal. For instance, the remedy for sub-standard housing is dependent upon other measures than those of planning control. It requires positive housing policy and very different administrative machinery to effect the desired end. The improvement of public health requires totally different devices than merely the betterment of urban environment—though it is of course true that surroundings play an important part in the matter.

In conclusion, I would say that town-planning is an essential undertaking which concerns every community, not as a theatrical and abstract idea but as a matter of practical and far-reaching consequence. The well-being of a community is evidenced in the quality of its urban environment. Planning has proved to be of great material benefit. It has eliminated waste; it has maintained and encouraged both material and spiritual well-being; it has banished ugliness; it has stimulated commercial and industrial enterprise.

But the benefits to be derived from planning do call upon the community to make certain sacrifices for the common welfare. The fruits of town-planning are achieved only by long and patient years of toil and effort. And no matter how carefully and how well plans are prepared their objectives can only be attained by positive public participation. Planning is an exciting and turbulent affair which calls for vigor. It should be discussed around the family table, it should be argued about on the street corners, it should be wrangled over on every possible occasion! The homes we live in, the safety of the children, their schools, our journeys to work, the environment of our work, the means for comfortable and enjoyable relaxation—these and a thousand other subjects are vital to every man and woman, and they are the matters with which town-planning is concerned.

—from *The Municipal Review of Canada*

Montreal readers are invited to inquire of McGill Extension Dept. regarding evening lectures, on *The Search for Beauty* to begin in mid-October under the author's direction.

Press Roundup on Housing

British Columbia will support a Dominion-Provincial plan to make home building easier, but will shy away from subsidized low-rental housing schemes . . . While nothing has been settled, and probably will not be for some months to come, the theory discussed here is that the provincial government's chief aim should be to see that more homes are built in a 'free enterprise' basis to relieve the existing shortage . . . Premier Johnson is said to be more favorable to a plan of this kind than he is to subsidized low-rental housing built from public funds.

(Leslie Fox in *Vancouver Sun*, August 17)

Housing planners still pay too little attention to the need for more rental homes. Not every family cares to buy a home; indeed, the number who, for various good and sufficient reasons prefer to rent, is considerable. And these are the very people who get least attention from private building. There is an excellent reason here why governments should consider striking out boldly into government-sponsored building for this group.

(Editorial in *Vancouver Sun*, July 30)

Premier Manning has defined the proper target for housing assistance . . . Premier Manning in effect said this:

The Alberta government is interested only in a scheme which will actually reduce housing costs, and not in schemes that reduce only the amount of down-payment a home builder requires.

. . . Not until federal, provincial and municipal governments, with the active co-operation of the construction industry itself, really attack it from the angle of cost-reduction will Canada be within sight of solving its housing problem.

There is a limit to the market for high-rent accommodation . . . We have a suspicion that the federal government will eventually extend, to all low-income families, something along the lines of Wartime Housing . . . This would seem to be the only feasible method today of meeting the demand for housing in the lower rental brackets.

(Editorials in *Edmonton Journal*)

Federal officials are warning against the danger of too much planning, particularly on the type of housing to be built. Four separate types of program should be launched if Canada is to solve her housing problem.

1. Low rental housing subsidized from some source and in some form to meet the needs of low income groups.
2. A program directed at home ownership which may or may not require a degree of subsidy.
3. Continuation and perhaps extension of the type of encouragement provided by the National Housing Act.
4. Encouragement of speculative housing enterprises.

(Warren Baldwin in *Toronto Globe and Mail*)

Amendments to the National Housing Act will be proposed by the government at the forthcoming session of parliament if, as a result of talks now in progress with provincial governments, it is clear that changes will result in the launching of more desirable housing

projects, it was learned today . . . While the National Housing Act, with its provisions for government assisted loans to home builders, to builders of rental housing, rental insurance, slum clearance and special low interest loans on low rental housing projects, is considered pretty comprehensive, the federal government is prepared to make whatever changes will make it more workable. In particular it is looking for ways of bringing more low rental housing into existence, even if that involves some considerable cost to the federal treasury. About the only stipulation to be laid down is that the national government should not become a bigger landlord than it is now . . .

(Frank Flaherty in *Toronto Globe and Mail*)

However, the demand for housing is by no means met even at high rent levels. New construction has visibly eased the Montreal situation as it concerns shelter at \$75 to \$100 a month. There have even been several reductions in rents from \$90-100 down to \$75-85; but the situation is still desperate for tenants who cannot afford \$75 a month . . .

(*La Presse*, Montreal, July 22)

This is a good time to raise the housing question, not vaguely or merely to point to the social ills arising from this badly-run sector of fundamental human needs—more vital than any other save food and clothing—but in a practical way: trying to discover solutions that can mend the state of affairs that leaves so much to be desired.

In the housing field, it may be hard to find remedies that are real panaceas. In fact they don't exist; and it will only be by a total effort of good will and energy, in wisely diversified activities with shared responsibilities, that we shall gain substantial results both in terms of shelter and in terms of making property-ownership possible to all. This effort will call for genuine co-operation by individuals, private groups and public authorities—with costs shared more equitably, and so that they do not weigh too heavily on any particular shoulders . . .

It is possible to tackle the housing problem and solve it, without recourse to revolutionary or socialist formulae—provided the State fulfils properly its supplementary role, sustaining individual and private group initiative. In a country like ours where power is decentralized—and rightly so—we must likewise have intimate collaboration between governments, if we are to avoid squandering time, energy and money.

(*L'Action Catholique*, April 21)

The City's experience as a landlord actually has been excellent from a financial standpoint. That can be said without equivocation. The housing project in which the city engaged after the First World War was successful . . .

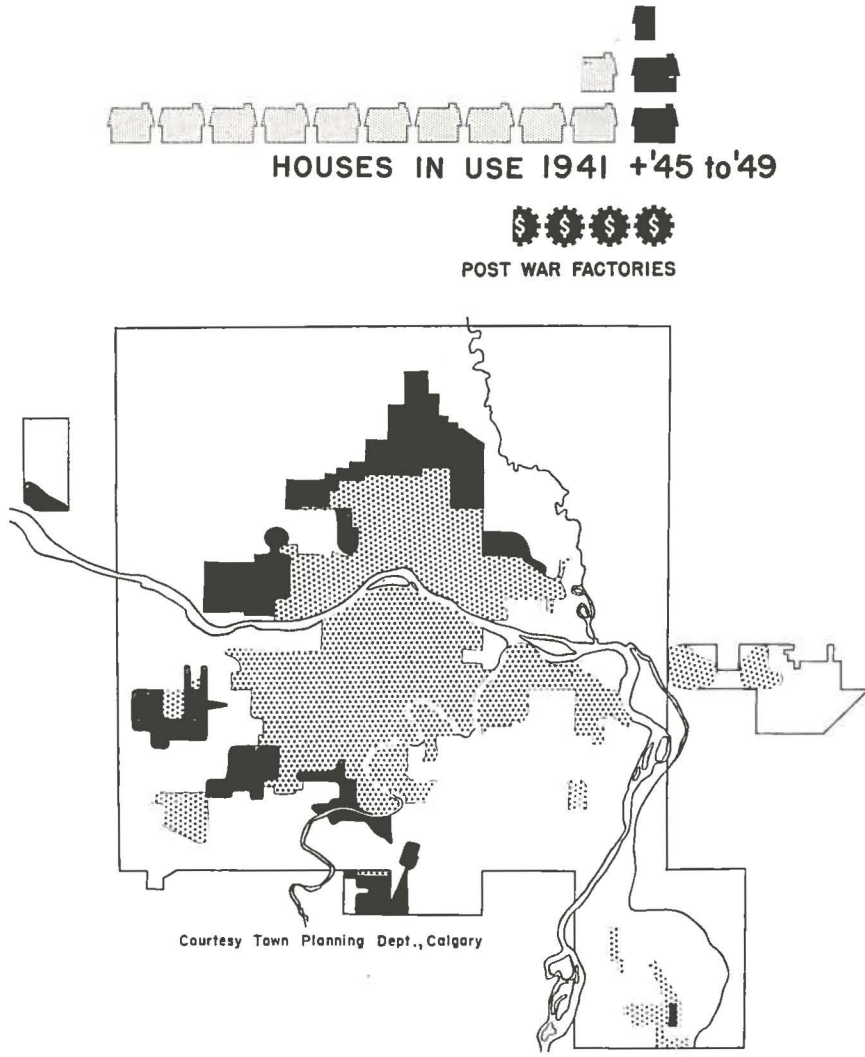
There may be absolutely valid objections to the City going into the housing business, but they should not be based on the previous record. If there are divisions of civic government in which there has been poor management or mismanagement, the list does not seem to include the housing division.

(*Halifax Mail-Star*, August 11)

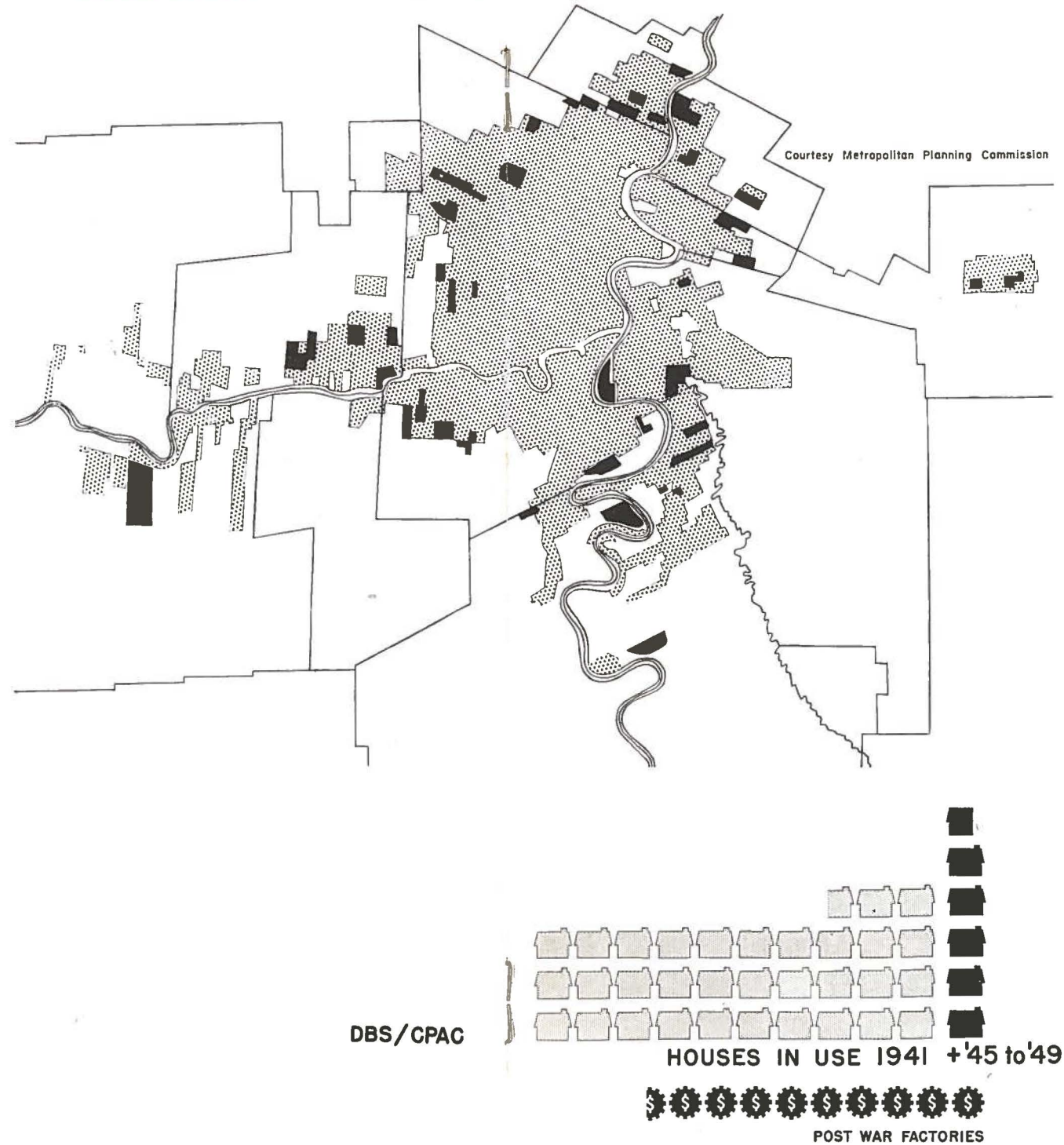
Post War Urban Expansion in Canada

The extent of lands urbanized since the war is shown to uniform scale for four cities (see also back page). These maps and eight more are to be displayed at the National Conference. The dotted areas were urbanized by 1945; the black areas have been urbanized since. With each map is a graph showing dwelling units in use in 1941 (dotted) and the numbers added from January 1945 thru mid-1949. Also indicated is the value of manufacturing plants built since 1945. We would thank the planning agencies mentioned, the Dominion Bureau of Statistics, and Central Mortgage and Housing Corporation for help in assembling this information; its implications are to be the subject of a special pamphlet. In the meantime, continuation of this vigorous urbanization spells planning opportunity.

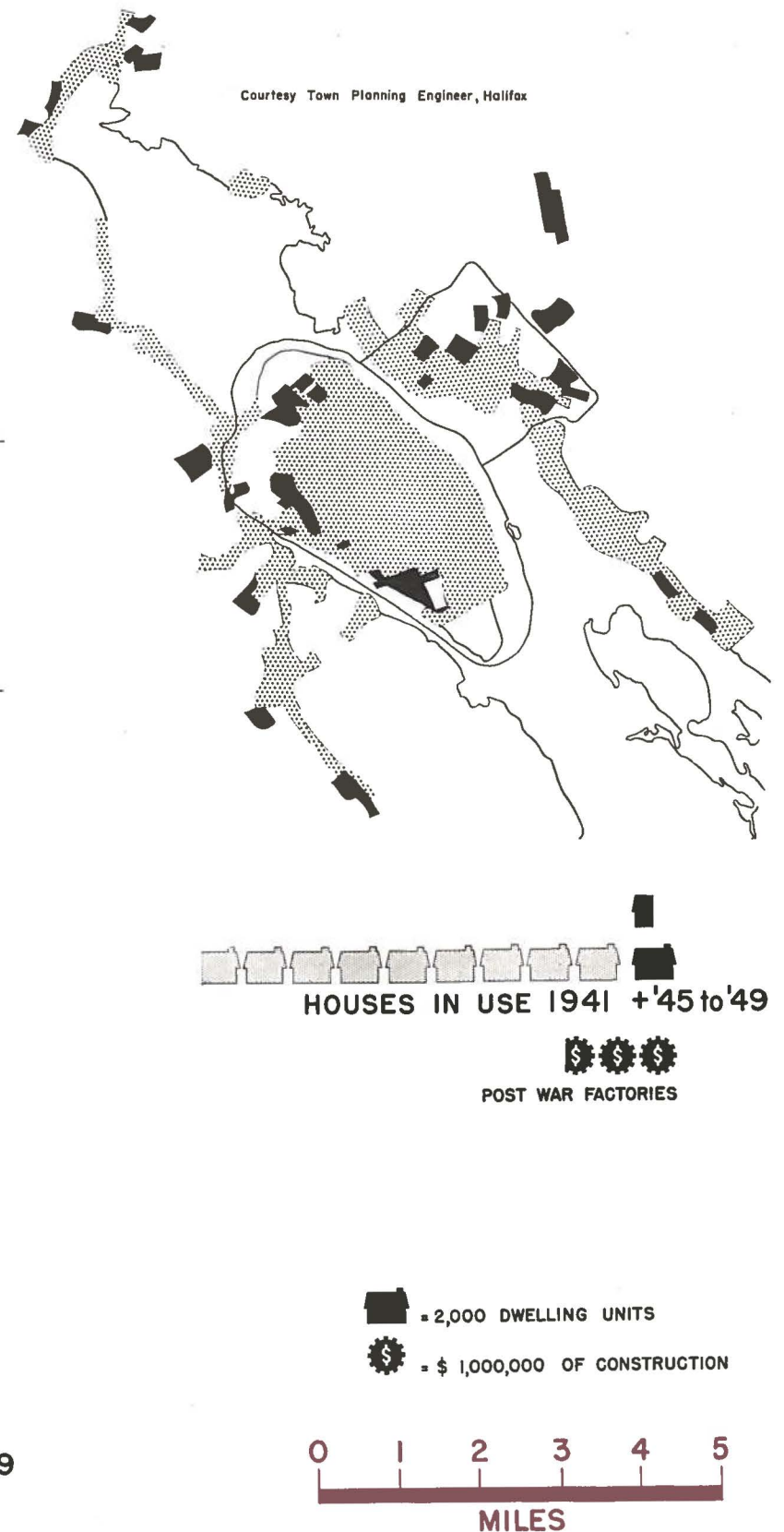
CALGARY



GREATER WINNIPEG



GREATER HALIFAX



Press Statements made on behalf of CPAC

In the past three months the President has issued statements on behalf of the Association on two occasions: in connection with low rental housing, and at the time of presentation of the Association's submission of a brief to the Royal Commission on National Development of the Arts, Letters and Sciences. For the information of Members, the full texts of these two statements follow:

Low Rental Housing Program Needed

July 28, 1949.

"The Minister of Reconstruction, the Premiers of the Provinces and the Mayors of Canada now have a decisive opportunity to lay the foundations of a housing program for all Canadian families" said R. E. G. Davis, President of the Community Planning Association of Canada today. "That program should include families of below-average income; our housing efforts so far have left half the tenants in Canada out of the picture." Mr. Davis spoke on the eve of Ottawa meetings between federal, provincial and municipal officials to discuss a new deal in housing.

"The country insists on immediate action to produce low rental housing" Mr. Davis continued, "whatever method the leaders of the various governments now adopt to achieve it. Many Canadian groups, including contractors, welfare workers, trades unions, municipal officials and citizens' organizations, have already stated what Canada's housing program should include. Doctors and others across the country are pointing to the social costs resulting because to date we have no such program. Close study is being given to the \$2,000,000,-000 housing program just launched in the United States to meet similar needs."

"The essence of most Canadian recommendations of recent years on low rental housing" the Community Planning Association officer continued, "can be boiled down to three points:

- 1. To get needed low rental housing requires public aid; to be effective, that aid must be linked with public management.
- 2. All three levels of government have their parts to play: Local government, wherever it can, should manage the public housing. The local government should set up an independent authority to do the job.

Provincial legislatures should authorize local management of housing wherever it is workable. Where low rental housing is needed, but municipal government is not now set up to build or manage it, the Province should take the initiative.

The National government can borrow cheaply. So Ottawa should be asked to lend nine-tenths of the initial price of public housing to the local or provincial agency willing to undertake it. The national loan would be repayable over at least 40 years, with interest at the cost of money to the federal government (under 3%).

- 3. To make dwellings available to the families most in need, annual rental subsidies are essential.

Every major North Atlantic nation has had to pay them. Such subsidies in Canada should in fairness come from all governments involved in creating and running this public housing."

"We realize" concluded Mr. Davis, "that analysis and negotiation are needed to establish the exact share of initial and operating responsibility for each level of government. But Canadians are worried about what our society as a whole pays for the lack of a low rental program. We expect a prompt solution. The sum that now stands between any of our governments and agreement on a public housing program for 1950 amounts to two or three dollars a month for each family to be housed . . . far less than we already pay for the consequences of poor housing, of which dysentery is only one result. Mr. St. Laurent asked the Provinces for public housing schemes five months ago. Argument about details should be got over quickly. Building of low rental housing should soon begin, so as to break the impasse faced by tens of thousands of Canadian families lacking decent shelter. Every day we lose now will make more difficult a beginning in 1950."

Planning Brief given to Massey Commission

August 23, 1949.

"The Government of Canada has much to do through community planning to give a richer character to Canadian life" opined R. E. G. Davis, President of the Community Planning Association of Canada, before the Vincent Massey Royal Commission today. "The national Government taken as a whole, initiates more construction than any other agency in Canada. The Government should go far beyond departmental and utilitarian considerations in designing its own work. The nation should also encourage all local projects and voluntary activities that improve the places where Canadians live."

The Community Planning Association has submitted a brief to the Royal Commission on National Development in the Arts, Letters and Sciences, suggesting various ways in which the Dominion Government could steer its own building and government-assisted works to produce more satisfactory communities.

The Association is a private national body composed of several hundred businessmen and housewives, professionals and public officials. It aims to create wider public concern about the development of Canadian communities. The Association receives financial aid under the National Housing Act. According to its brief "the Association is in essence a compact, between private persons willing to initiate a public service, and a public body instructed to undertake that service." Local branches of the Association from Victoria to Halifax study the changes in the home town from year to year—and try to make them into changes for the better. The national office in Ottawa supplies booklets, exhibits and films in English and French to stimulate planning interest.

As a state-aided voluntary society the Community Planning Association tells in its brief of its own three-year growth. The Association holds periodic regional planning conferences in the two languages. It would

like to draw even more heavily than in the past on the Film Board, the National Gallery and other federal information sources. It would also like to widen the sources of its financial support.

The statement submitted by the Community Planning Association today declares that planning is "both an art and a science." It shows that for both town and country, the federal government is more heavily involved in building than any other authority. The brief mentions cases where different federal agencies have collided with each other and with local authorities in their building policies. The community planners ask for a national clearing house to promote harmony in the future, observing that a large public works program will be part of the government's employment policy.

The Community Planning Association believes that the Dominion should be building with an eye to interests wider than mere departmental utility, and should be explaining its national development policy to the public.

The Association points out that as Canada's Number One Builder, the government also has unique opportunities for research in planning techniques. Besides expert research, the government is urged to use its facilities to demonstrate good layout and town planning to the Canadian people. It is suggested that the government should reward sound planning accomplishment just as it now recognizes good scientific work, painting, sculpture or industrial design.

Specific recommendations of the Community Planning Association of Canada are as follows:

- 1. The government should clear its interest in the development of Canada with those of the other duly constituted Canadian governments.
- 2. As the nation's chief patron of building the government should direct the attention of its departments and the people to the value of the public domain to the community.
- 3. Large housing and other Dominion-aided projects should be better planned and the public should be encouraged to inspect and comment upon such projects. Large private projects should be given government awards wherever they show skill as planned layouts in relation to their surrounding communities.
- 4. Film, radio and television productions dealing with our resources should be further freed from dependence on commercial exhibitors' values and short-term departmental goals.
- 5. The government should expand its aid to research and teaching in the field of community planning.
- 6. The Community Planning Association of Canada and similar voluntary bodies could be helped if the federal government would free their private donors from taxes on donations.
- 7. Federally-sponsored public works programs should include meeting places for local voluntary groups.

While the texts of submissions to the Royal Commission are privileged until the Commission has reported, it is of course desirable that Association Members in good standing should know what representations have been made on their account. A mimeographed copy of the CPAC Briefs will be sent, so long as the supply lasts, to each Member requesting it.

Report of Nominating Committee

In accordance with Section VI of the By-laws of the Association, your Council has named a Nominating Committee, composed of Dr. Emile Nadeau, Mr. John Kitchen and the undersigned. It has been the duty of this Committee, after the Divisions named their representatives to the new Council, to secure the names of sufficient willing nominees to make up the full complement of thirteen Councillors.

Sixty days prior to the Third Annual General Meeting (i.e. on August 7th last) the following persons had been duly named in writing:

Division	Councillor	Alternate
Nova Scotia	W. E. Tibbs	W. A. Gates
Manitoba	E. W. Thrift	Mrs. W. J. Shepherd
Ontario	W. H. Clark	Mrs. H. L. Luffman
Quebec	A. Lalonde	Andre Duval
British Columbia	H. V. Jackson	F. W. Nicolls
Central Mortgage and Housing Corporation		H. S. M. Carver

Your Committee accordingly met to nominate at least seven additional persons, and is pleased to report that the following Active Members have agreed to stand for election to the Council for the period beginning at the Third Annual General Meeting:

Mrs. Garnet Coulter of Winnipeg
Mr. R. E. G. Davis of Ottawa
Mr. P. Alan Deacon of Downsview, Ontario
Dean R. M. Hardy of Edmonton
Mr. J. M. Kitchen of Ottawa
Mr. J. F. Parsons of Moncton
Mr. Geo. S. Mooney of Montreal

Your Committee appreciates the considerations which obliged some Members regretfully to decline to stand for election to the new Council; both these considerations and the practical necessity, from the point of view of expediting the routine business of the Association, of ensuring that the Council can be quickly called together, are reflected in the list submitted. It is our duty to add that nominations may also be made from the floor of the Annual General Meeting by any two Members in good standing.

Respectfully submitted,

Geo. S. Mooney,
Convener of Nominating Committee

Preliminary Financial Statement

Receipts and Disbursements from Sept. 1, 1948 to Aug. 31, 1949

Receipts:	
Cash in Bank, Sept. 1, 1948.....	\$ 6,920.87
Balance of Previous year's Grant.....	145.73
Grants—CMHC Unconditional Grant	\$24,739.71
Matching Grants.....	3,881.85
	28,621.56
Membership Fees, Subscriptions, Sale of Books, etc.....	2,798.28
	\$38,486.44
Disbursements:	
Audit Fees.....	\$ 245.00
Printing and Artwork.....	10,886.42
Grants and Refund of Fees to Divisions.....	6,695.50
Travelling Expenses.....	3,666.35
Postage.....	763.44
Sundry Expenses, office supplies, etc.....	544.84
Membership in other Organizations.....	97.12
Bank charges.....	41.28
Films.....	256.64
Displays.....	176.58
Advertising.....	80.00
Express, Telephone, Telegraph.....	471.73
Subscriptions to Newspapers and other publications, and purchase of books.....	146.19
National Conference expenses to date.....	57.75
Salaries.....	9,739.71
	\$33,868.55

Respectfully submitted,

Alan H. Armstrong,
Secretary Treasurer.

Planning Briefs —from page ii

OSHAWA—The Planning Board has been instructed to develop additional industrial sites at the south end of this city. It is suggested that proceeds to the city from industrial land sales should be rededicated to the improvement and preparation for marketing of further city lands.

TORONTO—At the second annual conference of the Community Welfare Council of Ontario, CPAC's Ontario Division was given charge of a special session on "planning for man at home."

Last month the Toronto City Planning Board issued its third annual report, which took the form of an Official Plan as required by the Planning Act of Ontario. The report reveals considerable progress in the definition and analysis of 'natural areas' of the city proper. It embodies a compendium of city hall recommendations with regard to principal streets, blighted areas, parks, libraries, utilities and facilities for municipal protective services. It concludes with a carefully prepared statement on the ways in which the city could afford to finance the execution of the proposals made. A more extensive and illustrated review of this report will appear in our next issue.

The future of inter-city highways is the subject of much discussion here; some of Ontario's most expensive four-lane roads are said to be losing their scenic attractiveness and travelling efficiency. Drastic changes in national policy for overland transport and for the taxing of its users are being suggested; meanwhile, greater care in the design of all buildings and apparatus visible from these highways would be a valuable step.

The City of Toronto has purchased from North York Township the extensive parkland outside the northern limits of the city known as Hogg's Hollow; this constitutes a substantial addition to the existing large city parks, which are mostly at the eastern and western fringes of the city. These large parks can provide relief from the continuous suburban development going forward apace in all three directions.

Toronto, like most Canadian cities, is finding booming growth a mixed blessing; its less attractive side includes much building by firms only temporarily in the trade, intensification of traffic and parking problems, and resort to elaborate and expensive devices — like the \$50 million subway now being built.

OTTAWA—The changing characteristics of the Canadian population are reflected in recent figures; since the last Census the proportion of married people has increased to about 45% of the total population, while there are now three widowers and widows in Canada for every two present at the last Census. All sections of the population are watching the rising cost of living, and for many the rumoured removal of rent controls seems certain to boost living costs quite out of reach. The pressure on accommodation is only slightly eased by the current high rate of residential construction, even with the notable veering toward rental projects. The nation's people now number over 13½ millions.

Negotiations are nearing completion for the amalgamation with the City of Ottawa of portions of adjoining Nepean and Gloucester Townships. The City now has an area of about 6000 acres; two months from now its area will be over 28,000 acres (larger than the City of Toronto). Implementation of the National Capital Plan should be eased by this step.

Execution of the first local government items in the national capital plan would seem to be waiting upon a more generous offer of financial aid from the national government; no general financial proposals were made in the national capital plan.

MONTREAL—The Junior Board of Trade here has conducted a vigorous campaign for tidying up and improving the city. This summer the activities wound up with a parade, which in addition to military bands included an allegorical chariot — prepared by the staff at the Botanical Gardens and surmounted by four Queens of Beautification. Also in the parade were hundreds of members of the juvenile clubs fostered by the Police Department. These young people have been actively engaged in planting and other projects throughout the campaign. A major improvement in the city will be the development of Saint Helen's Island as a recreational centre; the scheme embraces several swimming pools

and other facilities adequate to accommodate future Olympic Games. The estimated cost is about \$16 millions.

The City Planning Department has completed a scheme for an 80-foot access roadway to be cut through midway between Sherbrooke and St. Catherine Streets. Early execution of the work is expected, and it would greatly relieve central area traffic congestion, by linking short streets now used below capacity.

The federal government, through Wartime Housing Limited and Central Mortgage and Housing Corporation, has in the past six years built some 3500 dwellings in Greater Montreal; agreements covering an additional 1400 dwellings for rental to veterans have been concluded this summer. It is reported in *La Presse*, however, that some 10,000 veterans in Greater Montreal have their names on file as still awaiting accommodation.

SHERBROOKE—This city has undertaken the preparation of a completely revised assessment roll, which when finished will show in drawings and schedules the full details of existing land use in Sherbrooke. Construction here continues active, a particular feature being housing co-operatives whose members show a lively interest in CPAC.

QUEBEC—The city planning office, to be able to discharge the increased duties recently given it, has moved from the City Hall to more spacious quarters in the Palais Montcalm. One of its thorniest planning problems is how to accommodate in modern manner the tourists and their automobiles, without destroying the ancient streets and buildings those tourists have come to see. These problems were particularly evident to Professor Kostka of our Winnipeg Branch, who was recently in Quebec.

TROIS RIVIERES—In view of the success of housing co-operatives here, the Mayor has put forward a scheme for discussion which would extend the co-operative method to other groups. He suggests adoption of the European pattern whereby the prospective occupant contributes his down-payment in kind, in the form of labour on the site.

FREDERICTON—The federal Minister of Reconstruction reiterated here his stand on housing: "The federal government feels that there is a very definite disadvantage in its being in a landlord position." The variety of ways in which Canadian municipalities are trying to increase their ability to assume new financial commitments is shown by a recent survey; this reveals the sources of municipal revenue other than real estate taxation. In the Maritime Provinces these municipal revenues are almost non-existent while in central provinces the local governments collect taxes on amusements, sales, and other activities. In the western provinces, the biggest contributors to city coffers other than real estate taxes appear to be the proceeds from municipally owned utilities and services.

SYDNEY—The building boom took another up-turn here with the following projects announced: a large hotel, defence and airport works, provincial government offices, new hospitals, and a bridge over the Gut of Canso to the mainland.

HALIFAX—Housing has dominated the planning news here this summer. The City Council has been debating the outright purchase of Wartime Housing projects, with a view to retaining control over the ultimate disposition of these 'temporary' dwellings. When Reconstruction Minister Winters visited Halifax, in his circuit of provincial capitals to discuss housing, municipal officials stressed the need for a publicly-aided low rental program. They also pressed for greater flexibility in the slum-clearance provisions of the National Housing Act, so that central areas could be cleared of unfit dwellings without having to be re-used for housing — which in the case of the Market Street area of Halifax would be contrary to the planning program. Those already resident in New Westmount (see last issue) have formed a district association; it is to co-ordinate private landscaping endeavours, to secure community recreation spaces, and canvass local opinion as to the proper location of branch library and other facilities in the sub-division.

ST. JOHN'S—The provincial government has announced an ambitious program of road and bridge construction, to provide better linkage between the island's settlements and productive areas. Substantial growth in private house-building undertakings in Newfoundland is expected, judging from the first few months of operation here of the National Housing Act.

Planning Briefs

VICTORIA—Some \$5 millions in additional federal public works are indicated for British Columbia; included will be federal aid to the extension of the Pacific Great Eastern Railway and numerous harbour facilities on the coasts of the mainland and Vancouver Island. The provincial Highway Department is just completing a \$40 million program of main road improvements and foresees an additional \$100 million program to be undertaken in the near future. Motor vehicles registered in British Columbia now number over 200,000 — producing a concentration of road traffic in the lower mainland unequalled elsewhere in Canada except in Greater Toronto. The Vancouver Branch of CPAC for this reason continues to urge more effective long-term planning of highway routes. The City of Victoria has launched a campaign for the thorough house-cleaning of the potentially very beautiful waterfront and harbour.

VANCOUVER—A committee of the City Council has recommended the establishment of a fully qualified City Planning Department within the City Hall, to have its own budget of \$35,000. The separate departments that now deal with traffic, building permits, parks, and utilities would be closely linked with new set-up. The present Town Planning Commission would be retained to guide a long-term policy in the physical development of the city as affected by all municipal operations.

As if to support this move, a tourist from Memphis, recently wrote to the Editor of the *Sun*: "You spend millions on through highways, like Kingsway, and then dot them with 177 signs — Slow, School Crossing, Playground 15 miles per hour, etc., etc., . . . Why in the name of commonsense do you put all your playgrounds on main arteries where cops should be waving the traffic along? Do the children arrive by car? Why not sell the playgrounds for business property and expropriate a block here and there away from your main arteries, where the children would be much safer? To me, these playgrounds on through streets look nonsensical in 1949 . . ."

The Town Planning Commission has asked for widening to 100 feet of Seventieth Avenue and Fortyfirst Avenue; a special study is being undertaken of the redevelopment of the False Creek area by E. L. Cousins, Toronto Harbour Engineer. It is now clear however that the city's financial position may not allow of all the proposed projects being proceeded with simultaneously; a major task for a new planning administration will be to assign priorities and to prepare a realistic budget of capital expenditures.

The City fathers, accompanied by members of the temporary Vancouver Housing Authority, CPAC, the Vancouver Housing Association and builders, have been touring the slum areas of the city. Newspapers report that the squalor revealed gave a visible jolt to the inspecting party, which included members of provincial and federal parliaments.

EDMONTON—A new chapter in city planning has been begun this summer in Edmonton. Professors John Bland and Harold Spence-Sales of McGill University's Physical Planning Committee have made a survey of the urgent planning needs of Canada's fastest-growing capital. Mr. Noel Dant, who has considerable planning experience in Britain and the United States, has been made head of Edmonton's City Planning Department at a salary said to be over \$4500. The rapidity of recent development here is reflected in a hundred ways: a population increase to nearly 140,000 — or of 21% in the last three years, building permits totalling \$100 millions since the war, constant re-zoning of land for industry, hundreds of miles of paving, extensive water-works improvements, and houses going up in hundreds at a time.

To supplement the provincial government's present surveys of soil, mineral and forest resources, and to provide additional land use information, the Province has requisitioned an aerial survey of its entire area. From the aerial photographs and supplementary information the surveyors will prepare two comprehensive series of maps, at one-mile to the inch and four-inches-

Supplement to Layout for Living, October, 1949

to-the-mile. The urbanization of the province is reflected in the announcement of the Minister of Municipal Affairs that, as of January 1, 1950, there will be 60 municipal administrations in the province — about two-thirds of them being fully developed municipal governments. At the same date several existing municipalities will enlarge their areas.

REGINA—Under direction of P.F.R.A. engineers, another project has been begun near Dauphin, Manitoba. It is to improve the channel of Edwards Creek to avert repeated flood damage. The estimated cost is nearly a third of a million dollars, to be borne one-half by the federal government, one-third by the provincial government and the remainder by the municipality of Dauphin.

LONDON—Addressing the Ontario Municipal Association, Premier Frost has announced the formation of a provincial Crown Company to lend money to municipalities for approved public works. He said that provincial grants for municipal works and services had mounted in recent years and would probably continue to do so; for instance, grants from the province for local school construction had totalled \$37 million this year. He also pointed out that in the past 15 years the gross debt of Ontario municipalities had been cut in half. The new scheme would provide a fund of \$50 million to be loaned to municipalities at the cost of the money to the province; the province is said to be able to borrow more cheaply than any but the financially strongest municipal corporations.

INGERSOLL—The work of the Thames Valley Authority in diverting the river channel has resulted in attractive planning opportunities for this town. A wooded area of 40 acres will become available for a recreation ground; the former river bed may be used in part as an arterial roadway to relieve traffic congestion in the central area.

GUELPH—Soil Conservation Day was held at nearby Brooklin in September. The provincial government and the Agricultural College co-operated with voluntary agricultural associations to demonstrate methods of preventing soil erosion and maintaining fertility and productivity on southwestern Ontario farms. By concentrating on a small area, the demonstration was able to show in a day the kind of transformation of fields, gardens and buildings that would require perhaps five years of work to be completed over extensive agricultural areas.

GALT—The first stage has been completed this year in a survey of the headwaters of the Grand River by the Grand River Valley Authority. The watershed drains some 2,600 square miles and the Authority directing its conservation is the oldest in the province.

HAMILTON—The City Planning Commissioner has announced that the new zoning by-law will be ready by the end of this month. He explains that, without upsetting the present structure of the city, considerable revision has been necessary to make sure that proper uses are permitted and improper ones kept out. Eleven main categories of land use are provided; a Cincinnati expert has been consulted in the preparation of the by-law. The Commission is eager that the Hamilton public shall grasp the implications of the new ordinance, and to this end may invite the co-operation of the Hamilton Branch of CPAC.

CORNWALL—The Minister of Planning and Development of Ontario has designated the Cornwall Planning Area, to include the city and certain parts of adjoining townships. The Cornwall Planning Area Board has been set up, composed of private persons and representatives of the local governments.

PEMBROKE—The Pembroke Town Planning Committee is faced with the problem of interim control during the time it will require to prepare new zoning and building codes. The Committee is in search of successful experience with this problem elsewhere in Ontario and meanwhile has asked Town Council to let the Committee see all applications for building permits before approval.

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WINNIPEG—The relative increase in the importance of Manitoba's urban centres is reflected in recent events. One is the formation of the new Manitoba Urban Municipalities Association. Another is the series of discussions being held between Mayor Coulter of Winnipeg and officials of suburban municipalities looking towards their consolidation into a larger City of Winnipeg. There has been no change in the boundaries of Winnipeg since 1907, when its present area of 25 square miles was set. Advantages are now seen for the citizens of East Kildonan, and half a dozen other suburban municipalities in consolidation with the city.

City of Winnipeg aids Community Clubs

Extract from Letter from Mrs. W. J. Shepherd, Secretary, Manitoba Division, August 24, 1949.

You might remember the money by-law setting aside \$500,000, in part for the development of clubhouses and grounds. The project had to be started by the members of the community and Sir John Franklin Community Club led the way. I was Secretary at the time we were ousted off the corner lot. We were the first to ask for aid. We got city owned property, canvassed the community for voluntary subscriptions and labour and through this effort put up a Clubhouse before asking for money. Now we are the proud possessors of a \$25,000 clubhouse, tennis courts, hockey rink (to be closed in under the next high priority), spacious grounds. The men dug the wading pool and made all the improvements themselves. This year we won the award for the best kept grounds. Visitors from U. S. Community Clubs have commended the Winnipeg pattern on the basis of the "community members initiate the project and develop it, with financial aid only if and when they prove themselves—rather than the Minneapolis-St. Paul method of superimposing the program on the community and having the laborious job of trying to interest the people to use the facilities made available."

At the suggestion of Mrs. Coulter, I have been given authority to write the history of Sir John Franklin Club, weaving in the overall Winnipeg development in this regard . . .

Who Will Service Manitoba's Housing?

This morning Reconstruction Minister Winters saw Hon. C. E. Greenlay of Manitoba . . . Following this morning's meeting, Greenlay told the *Tribune* that he and Winters "had a general discussion of the whole problem of housing" . . . The problem at present hinges on arrangements between the provinces and the Dominion, but the municipalities are the third important factor in any housing considerations . . . A basic concern in most provinces is 'deficit housing' in suburban areas where homes do not return sufficient taxes to cover the cost of municipal services. In the majority of communities, the only areas left to build up are in the suburbs, and the question is who will subsidize the deficit? A formula will have to be worked out before any specific program can be launched.

(Winnipeg Tribune, July 29)

Already, water supply and sewerage—not to mention over-all planning—are administered on a metropolitan basis. The *Winnipeg Tribune* observes that residents in all the twelve municipal units making up the Greater Winnipeg area "consider themselves Winnipeggers. The reason is that Greater Winnipeg is an economic unit. Many citizens have their homes in one municipality, and go to work in a second municipality and do the bulk of their purchasing in a third. The well-being of residents of each of the twelve metropolitan municipalities is dependent on the well-being of Greater Winnipeg as a whole." (See map on page four of this issue.)

Development in the whole area is proceeding at a rate unsurpassed since before World War I. The City has disposed in the past four years of over 4,000 properties, of which over 90% have been built on. This year's fine building weather has resulted in the early completion of a record program of street and utility improvements. The Parks Board wants additional funds to continue its program of aid in the building of community club houses. Parks and playgrounds authorities meeting here were enthusiastic about the grass-roots initiative and management displayed in community club houses now in full use. On the recommendation of the Fire Chief, the City is reserving sites in the rapidly expanding suburban areas for new fire halls.

The expansion of Metropolitan Winnipeg is also having its effect in the central area. The zoning revision by-law has been under discussion for many months, one of the most contentious provisions being that requiring private developers of commercial properties to supply their own off-street parking space. Also on the agenda are street widenings, new bridges, and a new City Hall. The Municipal Administration is now housed in thirteen different buildings including the existing City Hall on North Main Street; the site proposed is a spacious one formerly occupied by United College on Portage Avenue. Among other advantages, the new site is said to be in better accord with the future arterial road pattern, including a widened and straightened cross-town through-way. Completion of this project has been proceeding in stages for thirty-five years; alignments were drawn up for the remaining central area work twenty years ago. The Winnipeg Town Planning Commission sees the completion of the north-south artery as an item high on the priority list which it has been instructed to draw up. Meanwhile, the Metropolitan Planning Commission is studying the provision of more adequate connections between the central city arteries and cottage resorts such as those on Lake Winnipeg.

The Metropolitan Commission's road planning is in turn geared into that being carried on by the Provincial Department of Highways; over one-fifth of the revenue of the Province of Manitoba was this year spent on highway construction, including considerable work on the Trans-Canada Highway from the Ontario to the Saskatchewan border. The burden of cost being placed on Prairie governments for such long-distance road construction, which when completed is expected to ease the national shortage of American dollars, is regarded by many westerners as indicating that Canada should have a national road system. The Federal Government, it is said, should pay much more than the proposed one-half of the cost of building the Trans-Canada Highway through the western provinces. —continued on page iv

NATIONAL CITIZENS' CONFERENCE ON PLANNING

Fort Garry Hotel, Winnipeg, October 6-8, 1949

PROGRAM



- THURSDAY**
- 9.00 a.m. Registration (Convention Foyer)
 - 10.15 a.m. Call to Order
Presidential Address:
The Way Planning has Come: CPAC's Course
Reports of Divisions and the National Office
Nominations, Appointment of Committees, Announcements
Discussion of Past Year's Work — The Members
 - 1.00 p.m. **Luncheon** (tendered by the City and the Province)
Why We Have the Metropolitan Planning Commission
— Alderman J. B. T. Hebert of St. Boniface,
Chairman of Metropolitan Planning Commission
 - 2.45 p.m. **Fourteen Years of Planning in the Prairie Region**
— L. B. Thomson, of Regina, Director,
Prairie Farm Rehabilitation, Dept. of Agriculture
 - 8.15 p.m. **Film Showing** on Conference Themes (Convention Floor)



- FRIDAY**
- 9.30 a.m. **Canada Houses her Veterans: Lesson in Planning**
— Peter Oberlander, Central Mortgage and Housing Corp.
 - 10.30 a.m. **Problems in Administering Metropolitan Toronto**
— Dr. Albert Rose, Director of Metropolitan Study
for Civic Advisory Council of Toronto
Members' Discussion of Evident Metropolitan Trends
— led by Alderman Halford Wilson of Vancouver
 - 12.45 p.m. **Luncheon**
The New Course in Community Planning at Manitoba
— Prof. John A. Russell, School of Architecture, U. of Man.
 - 2.45 p.m. **Election of 1949-50 National Council**
The Lead for CPAC to Give in Canadian Housing Policy
— General Discussion of Published Low Rental Program, the
Vice-President in the Chair.
 - 6.45 p.m. The Association Dinner:
Announcement of National Officers for 1949-50
Towards Planning Goals for North Americans
— Henry S. Churchill, Planning Consultant, New York



- SATURDAY**
- 9.45 a.m. **Economic Development Prospects of the Canadian Regions**
— Speaker from Industrial Development Dept., C.P.R.
 - 10.45 a.m. **How Can Rapid Canadian Development be Planned?**
— John Parker, Head of the School of Planning of the University
of North Carolina, will outline his view of the opportunities
for Canadians interested in planning.
Branch, Regional and National Roles of CPAC
— Open discussion, led by Branch Convenors, of the strategic
functions of the Association in the 1950's.
 - 1.00 p.m. **Luncheon**
Installation of new National Officers
The Highlights of this Conference in Review
— Randolph Patton, Associate Editor, Winnipeg Tribune
 - 2.45 p.m. **Open House at the Metropolitan Plan** (605 Time Building)
Bus Tour of Metropolitan Winnipeg
First Meeting of new National Council